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United States
Department of
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**Forest
Service**

FS-442

National Recreation Areas

A Showcase for Excellence

United States
Department of
Agriculture

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FS-442
August 1990

National Recreation Areas

A Showcase for Excellence

Proceedings of a Symposium

Sponsored by

The United States Department of Agriculture, Forest Service
and the United States Department of the Interior, National Park Service

October 11-14, 1988
Sun Valley, Idaho

National FS Library
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240 W Prospect Rd
Fort Collins CO 80526

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Foreword

National recreation areas have natural features well above the ordinary and outstanding recreational opportunities that cannot be provided by local, State, or private agencies. In fact, national recreation areas are the only public land designation that includes the word "recreation" in their names and primary missions. Most are large areas or are located close to urban areas.

There are now 14 national recreation areas managed by the Forest Service, 18 managed by the National Park Service, and 1 managed by the Bureau of Land Management. They range from Gateway National Recreation Area, which serves New York City, to Flaming Gorge National Recreation Area, featuring a large reservoir, to Cuyahoga National Recreation Area, along a wide river, and to isolated areas that provide wilderness and dispersed recreation experiences.

What is the value of national recreation areas? What economic and recreational opportunities can national recreation areas offer? How can we best market and deliver our visitor services? What opportunities are there for public-private partnerships? And, what is the future of the national recreation area system? These and more questions were addressed in a national symposium entitled "National Recreation Areas: A Showcase for Excellence" held in Sun Valley, Idaho, October 11-14, 1988.

Symposium participants offered many insights, experiences, and suggestions for developing national recreation areas as showcases of recreation excellence, for better identifying visitors and their needs, and for building new public-private partnerships for tourism. National recreation areas are places to showcase quality interpretive services, provide opportunities for new technologies and adventure sports, set examples of access by urban populations and the disabled, and provide opportunities for rural tourism and economic development. Indeed, much of the general public that enjoys recreation on public lands is unaware of the opportunities at these 33 areas throughout the United States. We pledge to make these national recreation areas a showcase for recreation excellence!

F. DALE ROBERTSON
Chief, Forest Service

JAMES M. RIDENOUR
Director, National Park Service

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The views and opinions expressed by the authors of the articles herein do not necessarily reflect those of the United States Government and the Department of Agriculture.

Introduction

National recreation areas have been designated by Acts of Congress since 1964 and were established administratively as early as 1936. As first conceived, these areas were to provide for high-capacity, all-purpose recreation in pleasant outdoor settings on Federal lands. They differed from some other Federal land management units by focusing on providing recreation opportunities rather than on developing natural resources. Over time, the authorized uses for new national recreation areas have changed, and the more recent ones emphasize resource protection over general recreation use.

There are 33 congressionally designated

Hells Canyon National Recreation Area, from the Pacific Ocean at Golden Gate National Recreation Area to the Atlantic Ocean at Gateway National Recreation Area, they offer diverse recreation and land management opportunities. Each area is listed in the appendix to this symposium proceedings and briefly described in a companion publication.

The President's Commission on America's Outdoors reaffirmed in 1986 that Americans place a high value on the outdoors and that recreation creates jobs and economic vitality within communities, many of them rural. Recreation is now a $300 billion business in the United States and still growing. Although the Federal

History of National Recreation Area Development

The first national recreation area was established under interagency agreement between the National Park Service and the Bureau of Reclamation, putting Lake Mead National Recreation Area into operation in 1936. Several other agreements giving the NPS management over lands surrounding Bureau of Reclamation reservoirs followed in the 1930's. Thus began the collection of national recreation areas.

The Recreation Advisory Council

An important step in the evolution from cooperative agreements to legislative designation for national recreation areas came in 1963, when the Recreation Advisory Council established by President

areas in the mid-1960's, including the first Forest Service national recreation area—Seneca Rocks in West Virginia—it made numerous departures from the executive policy selection criteria.

Urban National Recreation Areas

The next significant evolutionary step came with the authorization of the first urban national recreation areas in 1972. That year, Congress created Gateway National Recreation Area in New York and the Golden Gate National Recreation Area in San Francisco, both managed by the National Park Service. Additional urban national recreation areas were created in the 1970's, although they became matters of contention within

three Federal land agencies: the National Park Service manages 18, the Forest Service manages 14, and the Bureau of Land Management manages 1.*

In total, they cover more than 6 million acres and were visited by over 63 million people in 1987. From the highest peak in Spruce Knob-Seneca Rocks National Recreation Area to the deepest gorge on the North American Continent in the

Government is by far the largest landowner (90.9 percent) of public recreation land, it accounts for only a small percentage of the recreation areas. Thus, public acreage totals are a better measure of untapped potential than of actual outdoor recreation opportunity.

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* Since this symposium, Congress has established the 34th national recreation area, the Grand Island National Recreation Area, to be administered by the Forest Service.

Kennedy wrote Policy Circular No. 1. This policy circular set out Federal executive branch policy governing the selection, establishment, and administration of national recreation areas.

The intent of the policy circular was that areas with special scenic qualities should be set aside for outdoor recreation to complement the Federal lands managed primarily for preservation or resource recovery. Basically, the Council was looking for large parcels of land (no less than 20,000 acres) located within easy driving distances of large populations that could accommodate large numbers of visitors. They also stated that the area should supplement existing local and State opportunities. Congress made no formal response to, or recognition of, the policy circular. Although Congress authorized a number of new national recreation

Congress. The principal objection to their establishment was that protection of these areas was viewed as the responsibility of the State and local agencies. Congressional supporters viewed them as a means of providing outdoor recreation opportunity in States with little public land. Other supporters noted the need for recreation opportunities for urban dwellers who may never be able to visit western rural Federal lands.

New National Recreation Areas Continue Diversity

Congress has continued to authorize new national recreation areas over the years and the legislative authorizations for these new areas have varied widely from the 1963 Policy Circular. For instance, Congress has added preservation goals as well as recreation by combining national

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In total, they cover more than 6 million acres and were visited by over 63 million people in 1987. From the highest peak in Spruce Knob-Seneca Rocks National Recreation Area to the deepest gorge on the North American Continent in the Hells Canyon National Recreation Area, from the Pacific Ocean at Golden Gate National Recreation Area to the Atlantic Ocean at Gateway National Recreation Area, they offer diverse recreation and land management opportunities. Each area is listed in the appendix to this symposium proceedings and briefly described in a companion publication.

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- To review the purpose of national recreation areas and their relationship to other Federal outdoor recreation components.

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Nonetheless, the concept of national recreation areas has provided Congress with a versatile platform from which to fashion new recreation opportunities that can change as public needs and recreational demands change.

Why a Symposium?

With the growing diversity of national recreation areas and the increasing demands on public land in the 1960's, the national recreation areas have not all become the showcases for excellence in outdoor recreation that they were intended to be. A 1987 Forest Service program review revealed that national recreation areas managed by the Forest Service were being treated no differently than other National Forest System lands. Out of that review came the seeds for this symposium. Forest Service and National Park Service managers believed that it was time to review the values and future of national recreation areas, and this proceedings reports on that symposium.

- To examine how national recreation areas can be managed as showcases for outdoor recreation excellence.

- To develop ideas for achieving national recreation area values through visitor services and economic development.

Cosponsored by the Forest Service and the National Park Service, this interagency conference was designed to facilitate communication between the various national recreation area managers from the different land managing agencies. Approximately 150 individuals from across the United States – representing the Forest Service, the National Park Service,

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Value of National Recreation Areas

In the opening address, Denis Galvin, Deputy Director of the National Park Service, drew together the value of National Recreation Area's from legislation and policy:

> *It is clear that the intent of Congress embraced the following values: a nationally planned system of recreation; a Federal role in providing a high quality of recreation not found at the State and local level; the capacity to address complex resource management problems; a need to meet urban demands; for recreation; and a strong orientation towards driving to the recreation areas.*

Galvin reviewed the designation of parkways in the early years of this century, which were created to provide the public with "recreational motoring" to enjoy scenery, natural environments, and history. Congress passed the Park, Parkway and Recreation Area Study Act in 1936, calling for a plan for coordinated and adequate public recreational facilities.

The 1960's and 1970's were the "golden age of recreation areas in the Federal estate." The Outdoor Recreation Resources Review Commission issued its report in 1962, and acting on the recommendations, Congress created the Bureau of Outdoor Recreation. The Recreation Advisory Council issued Policy Circular No. 1, calling for a Federal system of national recreation areas. In the 1960's, seven national recreation areas were created in the National Park Service and four in the Forest Service. During the 1970's, seven additional national recreation areas were added to the National Park Service and four to the Forest Service.

Showcases of Excellence

The special history of national recreation areas and their individual legislative designations point to the congressional intent for national recreation areas to be showcases for excellence in outdoor recreation. Moreover, they are special pieces of Federal real estate and have great value in the conservation of natural resources.

Outdoor Recreation Excellence

William Spitzer, Chief of the Recreation Resources Assistance Division of the National Park Service, explained the unsystematic development of the Nation's system of Federal national recreation areas. He pointed out that federally managed outdoor recreation areas were creations and reflections of the politics of their times. The recognition of recreation as a Federal concern was stated in the early 1920's at the first conference on outdoor recreation. Ten years later the first national recreation area was established. In the National Park Service, the first national recreation areas included lands surrounding reservoirs as well as lands adjacent to scenic roadways or parkways. These areas could not qualify as national parks because of their artificial nature, but they supported many people's favorite recreation activities--swimming, boating, fishing, sightseeing, and walking. Water, at least in National Park Service areas, was a common theme in these early established areas.

In the past, federally managed recreation places were typically areas that could not enjoy Federal protection on the basis of natural or cultural significance alone. In more recent policy, as an outcome of the Outdoor Recreation Resources Review Commission (ORRRC) and the establishment of the Bureau of Outdoor Recreation in the Department of the Interior, the Federal Government's role as recreation land manager was defined quite differently and specifically. Federal recreation resources were to be spacious areas serving an urban population, supplementing local and State recreation investments. This policy was stated in the early 1960's by the Recreation Advisory Council and later was reinforced by the President's Commission on America's Outdoors in 1986.

Six national recreation areas in the National Park System are located near major metropolitan areas. However, a modern notion of a national recreation area is exemplified in the newest ones: Santa Monica Mountains National Recreation Area in California and the Upper Delaware River Water Gap National Recreation Area. These areas were stitched together under a Federal umbrella, yet the lands remain in State, county, local, and private ownerships. These areas depend less on Federal ownership and more on a collaboration with other levels of government and the private sector. Mr. Spitzer suggested that future areas will most likely follow these recent models and be a mix of public and private lands managed through land-use controls, easements, and access agreements. These kinds of national recreation areas protect a large area, one that is too big and complex for one public agency alone, yet

they support a large population's "simple pleasures." Mr. Spitzer concluded that the Federal role to help State and local consituencies is twofold: (1) identify significant resources that are important for recreation, history, and natural integrity and (2) devise politically acceptable solutions to long-term protection and/or restoration.

Conservation Excellence

> *National recreation areas have an opportunity to serve as outdoor test tubes for new approaches to fulfilling visitors' diverse recreation needs, as well as the conservation and interpretation of natural and cultural resources.*

And so began Mr. William Shands, who served as Associate Director for Research and Studies for the President's Commission on America's Outdoors while on a leave of absence from the Conservation Foundation, Washington, DC. Mr. Shands characterized national recreation areas as a diverse collection of units with the common denominator that they warranted management clearly *different* from the general thrust of the larger National Park or National Forest Systems. This means that units managed by the NPS will deemphasize their preservation focus, and national recreation areas managed by the FS will deemphasize the multiple-use focus, allowing in both cases more intensive management for people to use and enjoy. And, Congress clearly intended that national recreation areas be *used* and *enjoyed* by people engaging in many different kinds of outdoor recreation.

Mr. Shands pointed out that conservation was secondary to recreation as the purpose establishing most national recreation areas. Yet, the conservation values of many national recreation areas are superb, with tremendous variety within the units—watersheds and fisheries, diverse flora and fauna, open space near cities, and geological and historical features. Mr. Shands emphasized that the potential for national recreation areas to serve as showcases of conservation excellence lies in capitalizing on their opportunities to demonstrate and interpret the past and the continuing interaction of humans and their environment. National recreation areas might showcase these interactions through interpreting human alterations of the environment, or the variety of ways human have used landscapes or eked out a living from the land.

In closing, Mr. Shands challenged managers to take advantage of the diversity, dynamism, management flexibility, and intensive use associated with national recreation areas. We should recognize these characteristics as opportunities and experiment, making national recreation areas truly showcases of conservation excellence!

Economic and Recreational Opportunities Within National Recreation Areas

Recreation is big business; more and more communities are recognizing the importance of tourism as an industry in their area. National recreation areas located in rural and remote areas offer opportunities for economic revitalization to nearby communities. Coordinating with local and State tourism promotion efforts and exploring connections with travel agencies can increase the visitation to your national recreation areas.

Economic and Rural Development

National recreation areas provide a significant revitalization opportunity for depressed rural communities through their ability to attract visitors to the area, according to Dr. Clyde Chesney of the North Carolina Agricultural Extension Service. Dr. Chesney made a strong case for the economic advantages of national recreation areas in rural America. National recreation area's provide a quality natural resource strategically located close to large population areas in many States.

Dr. Chesney challenged national recreation area managers—it isn't enough for national recreation area managers just to offer a quality natural resource base to accomplish a strong economic partnership; they must become involved in State and regional comprehensive tourism planning. This involvement should include marketing and promotion on a regional and State basis, working to provide local visitor services, developing "shoulder" seasons between major tourism seasons, and creating festivals and slogans, for example, "A Forest for All Seasons" from the Sawtooth National Forest. The Extension Service, nationally, has begun a program to help revitalize rural America. Dr. Chesney proposed that the national recreation areas become partners with the nationwide system of County Extension Offices to accomplish the National Recreation Strategy of the Forest Service and work toward our mutual goals.

Travel Destinations

Voit Gilmore is the current president of the American Society of Travel Agents, which has a membership of approximately 16,000 travel agencies. Mr. Gilmore was excited about the opportunities of linking travel agents with national recreation area's because they are already sending people to cities near national recreation areas, such as San Francisco, Atlanta, and Denver. Mr. Gilmore suggested several ways of making the connection between travel agencies and national recreation areas. Travel agents could make good use of a slide program or video on national recreation areas, similar to the one presented at this symposium by Anne Fege, Wilderness and Special Areas Program Manager at the Forest Service, Washington office. Mr. Gilmore suggested that national recreation area managers set up familiarization trips through local Chambers of Commerce for travel agents and bus tour operators. These "fam" trips let people know what

Showcasing Visitor Services

Recreation management is all about making quality recreation experiences possible by providing a wide range of opportunities to meet visitors' needs. Symposium presenters and participants considered many factors that contribute to providing "showcase" visitor services. These factors include better understanding of recreation trends, identifying visitors to individual national recreation areas and their needs, and marketing and delivering visitor services.

Presenters and participants also explored ways to offer even greater opportunities in the future to urban publics, how creative public-private partnerships can be used to create national recreation areas as well as expand visitor services, and effective ways of bringing design excellence into recreation management.

Many ideas were generated during the brainstorming/sharing sessions that followed the presentations on the above topics. You'll find the results of these sessions listed in the appendix.

Identifying Visitors and Their Needs

Dr. Gary Machlis, Sociology Project Leader for the National Park Service's Cooperative Park Studies Unit at the University of Idaho, shared his experience in conducting formal visitor surveys. He approaches visitor information gathering through four questions: Why ask visitors questions? What should we ask them? How can we ask these questions? What will be done with the information?

Although his information gathering was done with surveys approved by the Office of Management and Budget, it also can be applied to informal information gathering. Both behavioral and attitude questions provide useful information to managers.

Managers should collect visitor information to use in making decisions, not in justifying decisions. They should ask both behavioral and attitudinal questions such as:

> *What will visitors be doing while they are in the NRA? How long are they staying? What activities will they participate in?*
>
> *What do visitors think about our road closure policy during hunting season? This is an example of an opinion or attitude question. Or it could be phrased as a "willingness to pay question." Would you be willing to pay an extra $1.00 fee for electrical hookups?*

Dr. Machlis has had good success with mail-in surveys. By following up with a reminder and a thank-you note, he has consistently achieved an 80-percent return rate. Informal interviews by your campground staff or at your visitors' center are a good way of getting to know who your customers are and what they are looking for. Dr. Machlis closed with the important reminder to get the visitor information back to your managers for their decisionmaking.

your area offers, making them better able to tell others about it.

International visitors are coming in tremendous numbers to the United States. These people want to see the great natural wonders of the country, but all they know about are the Grand Canyons and Yellowstones. Travel agents who know that national recreation areas have many of this country's great natural wonders can help influence their clients' travel decisions as well as make suggestions on their need for outfitters, concessions, and other services. By setting up a committee of travel agents and tour operators, each national recreation area would have a better connection with untapped domestic and international sources of visitors.

participants stated they needed to know a great deal about present and potential national recreation area guests if they are going to provide quality services for them. Basic information needs are where their guests come from, their patterns of travel, length of stay, expectations, activity patterns, and preference for facilities and services. It is also important to know when travelers gather information, which sources of information they use, and when and how they ultimately decide whether or not to visit a national recreation area. Such information is essential to effectively target markets, plan and invest in appropriate facilities, evaluate nonrecreational land uses of the national recreation area determine the appropriate mix and level of staffing, and most importantly, deliver services that meet the customers' needs.

bly most important, leisure time is decreasing for many population groups. Dr. Cordell felt that national recreation areas have an unusual opportunity to alleviate future recreational shortages because they allow moderate development while still protecting resources. Thus, the large national shortages predicted for recreation opportunities such as nature observation, backcountry hiking, photography, and sightseeing are particularly relevant.

Based on the diversity of our customers and their interests, the inequities of population distribution versus Federal land distribution, and the substantial increase in demand for close-to-home recreation, Dr. Cordell moved that there may be a need to expand the national recreation area system.

larger role played by the private sector in providing recreation opportunities. Examples include the increase of fitness and indoor recreation centers. The Commission stressed decentralized, local action and increased cooperation with the private sector as ways to meet the urban recreation needs.

Mr. Siehl summarized the findings of the President's Commission on America's Outdoors. First, the recreation estate is fraying through lack of stewardship and consistent funding. Second, the pace of land development in rapid growth areas is claiming potential recreation sites while creating new, unmet recreation demands. Third, though State and local governments are developing facilities that should meet recreation demands, the Federal Government needs to better

recreation area, it was felt that guests would include more retirees, persons with disabilities, single-parent families, foreign visitors, and large groups.

Marketing and Delivering Visitor Services

Elizabeth Estill, Assistant Director of the Recreation Management Staff, Washington, DC, came to the Forest Service recently from Land Between the Lakes National Recreation Demonstration Area in Tennessee, managed by the Tennessee Valley Authority. While at Land Between the Lakes, she faced drastically declining budgets, from $17 million in 1978 to less than $8 million by 1981. To keep the recreation area afloat, she took the approach that public land management is a business, and that as with any business

Kenneth Mitchell, Forest Service District Ranger from the Tongass National Forest in Sitka, Alaska, has a different approach to gathering data from visitors. He looks to a variety of outside as well as internal information sources. Some of his sources include the Alaska Division of Tourism and Economic Development, State fish and game surveys, university studies, and information gathered from outfitters, guides, and other concessionaires. Visitors and their needs are also identified through firsthand contacts at visitor centers and from interviews with wilderness rangers, through letters (both positive and negative), and the land management planning process. Mr. Mitchell also works with Forest Service researchers to gather special informational needs.

In discussions following Machlis' and Mitchell's presentations, symposium

Trends in Recreation Use

Dr. Kenneth Cordell, a Forest Service researcher at Athens, Georgia, reviewed current trends in recreation activities. Traditional activities such as picnicking, sightseeing, and swimming are still very popular. Though the risky, physically demanding pursuits such as mountain climbing have grown, they are not the majority yet. Nature study and walking are increasing in popularity. The profiles of recreation customers are diverse and different from hunters, who are again different from horseback riders.

The most fundamental changes important to recreation managers are those dealing with social demographics, and the effect traveling distance has on selecting places to visit. People are not traveling as far from home for their recreation, nor are they staying as long. They are taking

George Siehl, who served on the President's Commission on America's Outdoors as the Associate Director for Trends and Forecasts, and James Page, Supervisor of the Monongahela National Forest, West Virginia, concurred with many of the issues brought out by Dr. Cordell.

Mr. Siehl noted that the public has lessening confidence in the Government to solve problems, and it is demanding a voice in the planning and decisionmaking processes of Government. Public hearings during the President's Commission on America's Outdoors brought out the need for assured Federal funding, clear identification of roles among public and private sector, Federal leadership on recreation issues, and a need to recognize the benefits of recreation in budget allocations.

Changes have occurred because of the

maintain Federal facilities and continue reliable funding support.

Symposium participants engaged in a lively discussion about trends over the next 5 years, pointing out that they will differ for large remote, small remote and urban national recreation areas. At the remote national recreation areas, there will be increased demand by families for more adventure-type activities. In the urban national recreation areas, the natural environment will continue to increase in value, people will demand more organized activities and events, and there are likely to be increases in such noncompatible activities as vandalism, drug use, and crime. Snowmobiling, cross-country skiing, hiking, and motorcycling would increase at remote national recreation areas while there would be more jogging, pleasure walking, and pet walking at urban national recreation

Kenneth Mitchell, Forest Service District Ranger from the Tongass National Forest in Sitka, Alaska, has a different approach to gathering data from visitors. He looks to a variety of outside as well as internal information sources. Some of his sources include the Alaska Division of Tourism and Economic Development, State fish and game surveys, university studies, and information gathered from outfitters, guides, and other concessionaires. Visitors and their needs are also identified through firsthand contacts at visitor centers and from interviews with wilderness rangers, through letters (both positive and negative), and the land management planning process. Mr. Mitchell also works with Forest Service researchers to gather special informational needs.

In discussions following Machlis' and Mitchell's presentations, symposium participants stated they needed to know a great deal about present and potential national recreation area guests if they are going to provide quality services for them. Basic information needs are where their guests come from, their patterns of travel, length of stay, expectations, activity patterns, and preference for facilities and services. It is also important to know when travelers gather information, which sources of information they use, and when and how they ultimately decide whether or not to visit a national recreation area. Such information is essential to effectively target markets, plan and invest in appropriate facilities, evaluate nonrecreational land uses of the national recreation area determine the appropriate mix and level of staffing, and most importantly, deliver services that meet the customers' needs.

Trends in Recreation Use

Dr. Kenneth Cordell, a Forest Service researcher at Athens, Georgia, reviewed current trends in recreation activities. Traditional activities such as picnicking, sightseeing, and swimming are still very popular. Though the risky, physically demanding pursuits such as mountain climbing have grown, they are not the majority yet. Nature study and walking are increasing in popularity. The profiles of recreation customers are diverse and different from hunters, who are again different from horseback riders.

The most fundamental changes important to recreation managers are those dealing with social demographics, and the effect traveling distance has on selecting places to visit. People are not traveling as far from home for their recreation, nor are they staying as long. They are taking shorter, more frequent trips. And, probably most important, leisure time is decreasing for many population groups. Dr. Cordell felt that national recreation areas have an unusual opportunity to alleviate future recreational shortages because they allow moderate development while still protecting resources. Thus, the large national shortages predicted for recreation opportunities such as nature observation, backcountry hiking, photography, and sightseeing are particularly relevant.

Based on the diversity of our customers and their interests, the inequities of population distribution versus Federal land distribution, and the substantial increase in demand for close-to-home recreation, Dr. Cordell moved that there may be a need to expand the national recreation area system.

George Siehl, who served on the President's Commission on America's Outdoors as the Associate Director for Trends and Forecasts, and James Page, Supervisor of the Monongahela National Forest, West Virginia, concurred with many of the issues brought out by Dr. Cordell.

Mr. Siehl noted that the public has lessening confidence in the Government to solve problems, and it is demanding a voice in the planning and decisionmaking processes of Government. Public hearings during the President's Commission on America's Outdoors brought out the need for assured Federal funding, clear identification of roles among public and private sector, Federal leadership on recreation issues, and a need to recognize the benefits of recreation in budget allocations.

Changes have occurred because of the larger role played by the private sector in providing recreation opportunities. Examples include the increase of fitness and indoor recreation centers. The Commission stressed decentralized, local action and increased cooperation with the private sector as ways to meet the urban recreation needs.

Mr. Siehl summarized the findings of the President's Commission on America's Outdoors. First, the recreation estate is fraying through lack of stewardship and consistent funding. Second, the pace of land development in rapid growth areas is claiming potential recreation sites while creating new, unmet recreation demands. Third, though State and local governments are developing facilities that should meet recreation demands, the Federal Government needs to better maintain Federal facilities and continue reliable funding support.

Symposium participants engaged in a lively discussion about trends over the next 5 years, pointing out that they will differ for large remote, small remote and urban national recreation areas. At the remote national recreation areas, there will be increased demand by families for more adventure-type activities. In the urban national recreation areas, the natural environment will continue to increase in value, people will demand more organized activities and events, and there are likely to be increases in such noncompatible activities as vandalism, drug use, and crime. Snowmobiling, cross-country skiing, hiking, and motorcycling would increase at remote national recreation areas while there would be more jogging, pleasure walking, and pet walking at urban national recreation areas. Regardless of the type of national recreation area, it was felt that guests would include more retirees, persons with disabilities, single-parent families, foreign visitors, and large groups.

Marketing and Delivering Visitor Services

Elizabeth Estill, Assistant Director of the Recreation Management Staff, Washington, DC, came to the Forest Service recently from Land Between the Lakes National Recreation Demonstration Area in Tennessee, managed by the Tennessee Valley Authority. While at Land Between the Lakes, she faced drastically declining budgets, from $17 million in 1978 to less than $8 million by 1981. To keep the recreation area afloat, she took the approach that public land management is a business, and that as with any business

that needs to remain vital, products and services must change to meet the demands of the customers. However, in the public domain, our customers or visitors are also our owners, with considerable clout to support programs or bring them down.

> *The process of asking visitors what they want and responding with appropriate services or products is what marketing is all about. Your visitors exchange their time or dollars for an experience in your area. What you give them in return depends on whether you're focused on your own needs or on the visitors' needs. A successful way to view this exchange process is with a marketing orientation. Putting the focus on the customer—so that what's good for the visitor is good for the organization—is a marketing orientation.*

Ms. Estill used three slogans for the steps to marketing success: "Find Out What People Want," "Provide It," and "Tell Them You Have It."

> *We took a hard look at what business we were in: not campgrounds, but recreational lodging; not parks, but recreational spaces; not picnic areas, but outdoor dining areas. The marketing process includes recognizing what's unique about your own services and resources, identifying your different markets, and targeting your efforts to reach those markets.*

Ms. Estill is sold on marketing as the business approach that will allow us to stay in the public land management business beyond the year 2000. It helps us link our customer needs with agency objectives and our own individual ability to deliver. It makes us more efficient, more effective, and more popular.

Brad Powell, Monument Manager for the Mount St. Helens National Volcanic Monument, discussed his concepts for marketing. After the eruption at Mount St. Helens, the Forest Service had a unique opportunity. The mountain received national attention, and there was a high demand for information and access but few facilities or programs to accommodate these demands. The following key concepts were utilized in developing the monument's program: (1) understanding the users' needs, (2) developing appropriate services and facilities, (3) utilizing and developing information networks, (4) applying new technology, and (5) building partnerships.

Symposium participants underscored the need to communicate with visitors and potential travelers, both at the national recreation area and before they visit it. In fact, a regional information center located along a highway or in a town would be a good alternative to the traditional onsite visitor center, perhaps developed in cooperation with local, State, and regional tourism organizations.

To better serve visitors, participants felt that recreation facilities in all national recreation areas need to be expanded and better maintained. For urban national recreation areas, facilities like golf courses, jogging and bicycling paths, playgrounds, and areas for special events are most important. For small remote national recreation areas, facilities like trail systems, upscale camping facilities with showers and hookups, lodges, and cabins were mentioned. Resort complexes, more sophisticated camping facilities, linked

hike-in cabin systems, rental houseboats, a mix of lodging from tents to five-star hotels, and trail systems could meet visitor demands in large remote national recreation area's. There are ample opportunities to provide such additional tourist services such as equipment rental, adventure programming, outdoor activity courses, environmental education opportunities, outfitting and guiding, and package tours.

Serving the Urban Public

Robert McIntosh, Superintendent of Gateway National Recreation Area in New York City, serves an unusual, urban public. Because more than half of the residents of New York City do not own cars, access to the national recreation area depends heavily on public transportation. There are bus, subway, ferry, and railroad links from the city to the national recreation area. Most visitors from the city have little previous experience in outdoor experiences. To raise their visitors' awareness and appreciation, the national recreation area staff established a substantial environmental education program for schoolchildren and adults, including facilities for overnight experiences.

In 1987, more than 9 million visitors enjoyed Gateway National Recreation Area and its facilities, which include ball fields, tennis courts, roller hockey and ice skating rinks, community meeting halls, swimming beaches, a wildlife refuge, hiking and bicycling paths, group campgrounds, boating areas, archery fields, fishing ponds, cricket fields, and even community gardens. By offering unique outdoor recreation opportunities within this urban environment, the park is becoming a gateway to personal adventure and enrichment for many.

Worlds apart from Gateway National Recreation Area, Jeff Bailey works at Arapaho National Recreation Area in the foothills of the Rocky Mountains adjacent to Rocky Mountain National Park. His urban population comes from the Denver metropolitan area and mostly consist of young professionals with all the latest in recreational equipment. Water-based recreation on the area's five natural lakes is the key drawing card. His visitors bring jet skis, windsurfing boards, power boats, and sailboats to fully enjoy the national recreation area.

Mr. Bailey says his customers come for the beauty of the "natural environment," to escape the city visual environment but not necessarily its comforts. As people look for recreation closer to home as a result of their busy lifestyles, the Arapaho National Recreation Area will have a tremendous opportunity to meet this challenge. As these urban visitors drive through the gates of the Arapaho National Recreation Area, they will bring their urban values and behavior, as well as their recreation needs and expectations. Will we be able and willing to meet their needs and expectations?

Discussions among participants centered on involving the diverse nontraditional public that visits urban national recreation areas, to better understand their needs and to develop partnerships with community organizations and leaders. Participants indicated the need to provide good transportation access to these urban national recreation areas, especially for financially disadvantaged groups and disabled persons. Subsidized mass trans-

portation and greenways for hikers and bikers were among the suggestions.

Public-Private Partnerships

On a large scale, the national recreation area designation is a flexible instrument to accomplish new applications, when combined with the concept of public-private partnerships. These and other ideas came from Kari VanMeter, who is a consultant to the Forest Service and the City of Fort Collins, Colorado. Ms. VanMeter is assembling a feasibility study on a new national recreation rrea along the Cache-LaPoudre River.

New and emerging national recreation areas require creative approaches to their administration and management. Changes in national and regional economic and social needs present situations in which national recreation areas can no longer be solely "owned and operated" by a single Federal agency. Government jurisdictions, private landholdings, business enterprises, private nonprofit foundations, and land trusts can be brought together to find a workable "win-win" administrative solution to the management challenges. The secret lies in finding a way to meet the needs of the affected interests.

Public-private partnerships are used on a different level by Brian O'Neill, the Superintendent at Golden Gate National Recreation Area, San Francisco. He has involved community leaders in protection and management of resources and provision of services by gaining their commitment on an emotional level through projects that are important to the future of the Golden Gate National Recreation Area. Examples that he cited included using a community-based planning approach for developing the important resource of Crissy Field, 2 miles of shoreline in San Francisco, and for planning the future of Alcatraz Island. Also, there are 18 nonprofit organizations that work with the Golden Gate National Recreation Area to provide and manage recreational opportunities for the public such as community arts, drama, youth hostels, environmental education centers, and the Marine Mammal Center on land and within facilities owned by the Golden Gate National Recreation Area.

Key points that Mr. O'Neill shared for the successful involvement of volunteers include providing a meaningful project, developing a broad base of volunteers from the financial as well as creative circles, providing rewards to recognize and retain your volunteers, and making a management commitment to follow through with the projects.

Symposium participants were excited about partnerships, beginning with the involvement of interest groups, local landowners, and corporations in planning new facilities and services. Since national recreation areas are a cog in the larger tourism wheel, promotion and marketing must be cooperative endeavors with local, State, and regional tourism organizations. Managers were eager to coordinate interpretation and educational efforts with corporate leaders, universities, community theater groups, interpretative associations, and historical or natural history societies. Highly productive partnerships can result from reaching out to such special populations as juveniles and teens, persons with disabilities, retirees, American Indian tribes, and

community leaders of other ethnic populations.

Excellence in Recreation Design

Conny Frisch, Manager of Oregon Dunes National Recreation Area on the Siuslaw National Forest, shared the key elements that have been effective in recreation design excellence for her at Oregon Dunes: (1) identify specific of a project and its facilities goals and objectives; (2) use the interdiciplinary team process for best results; and (3) commit to a high-quality facility and services.

Ms. Frisch discussed, for example, a visitor information signing project that was identified as needed in several reviews. The specific goal was to orient visitors and improve the quality of their experience. They further identified the target groups as travelers passing through the area and visitors who wished to spend time in Oregon Dunes National Recreation Area but were unaware of existing opportunities.

Ms. Frisch strongly recommended using the interdisciplinary team process. For the signing project, the core team included the design engineer, landscape architect, interpreter, and recreation planner. This core team developed the project's critical path and design concepts, monitored the contractors, and kept the rest of the district informed.

Making an up-front commitment to a quality product required taking risks such as using state-of-the-art design concepts, involving the private sector, and selling ideas to upper-level agency managers and the local communities. A traveling slide show helped secure backing from local Chambers of Commerce, community leaders, and the Oregon State Highway Division.

Over a 3-year period, the Oregon Dunes National Recreation Area has successfully completed a $1.15 million sign design and installation program with many favorable comments and has received requests from other recreation agencies and the local communities to expand the original signing concept into a regional recreation signing strategy.

Larry A. May, Assistant Superintendent at Glen Canyon National Recreation Area in Utah and Arizona, presented a slide program illustrating many of the factors that have influenced design criteria for development of facilities at Glen Canyon National Recreation Area and Rainbow Bridge National Monument. The factors he reviewed included: diversity of habitats, landforms, and topography; sensitivity of ecosystems; need for grazing, mining, and hunting; public demand for a broad range of water-based and land-based recreation pursuits; rapidly rising visitation; safety and protection of nationally significant natural and cultural resources; and special needs for search and rescue and medical emergencies due to the area's remoteness.

Results from research and from resource monitoring and their implication to design issues and public safety were illustrated in slides of backcountry facilities and Rainbow Bridge National Monument. Mr. May pointed out that planners and design specialists must be "issue specific" and anticipatory, basing their designs upon management goals and objectives, design criteria, and an understanding that resource limitations may not allow

one place or park to provide all recreational opportunities to all people.

Mr. May listed three factors to keep in mind to achieve design excellence:

- Commitment by management to the effort from its inception. The shaping of a recreation area's destiny is at stake: the results of this effort will create and foreclose recreational options available to future visitors, private sector partnerships, and managers.

- Rigorous analysis of mandated requirements, amenities in the area, demands, values and purposes, resource sensitivity and significance, and site suitability.

- Identify constraints, be practical, and keep the product as simple as possible to avoid rapid "dating" and overdesign or placement of a facility that has so much technology you can't readily maintain and operate it. Keep the product in character with its intended purpose and environmental setting.

Through such efforts and excellence in design, planners and managers, working together with sensitive staff and a concerned public, can enhance the very values that draw people to recreation areas.

Opportunities Abound Within National Recreation Areas

National recreation areas, like other pieces of the Federal recreation estate, are being challenged to offer greater opportunities in the future for disabled Americans, visitors pursuing new recreation technologies, and people looking for the remote wilderness experience. However, unlike other Federal recreation lands, national recreation areas have a management mandate to meet the expanding recreation demands of the American people. These challenges offer unique opportunities for national recreation areas.

Remote Locations Can Be National Recreation Areas Too

In contrast to the urban national recreation area's, the White Mountains National Recreation Area, located approximately 25 miles north of Fairbanks, Alaska, qualifies as remote. With only 8 miles of road in the million-acre national recreation area, access is limited primarily to bush aircraft, hikers, cross-country skiers, snowmobilers, and dog mushers. In addition, the Beaver Creek Wild River, of which 116 miles flows through the national recreation area, provides access for canoeists and kayakers.

Don Rumberg, District Manager of Steese/White Mountain National Recreation Area, Bureau of Land Management, added that as the result of land use planning, primitive land classification for 60 percent of the area allows only cabins and trail systems to be developed. To provide better access to local residents and other visitors, a better road system has been proposed. Several overnight and day-use campgrounds are proposed for the semi-primitive area. This will result in better utilization and appreciation of the spectacular scenery and wildlife found in the White Mountains National Recreation Area.

Making National Recreation Areas Available for Disabled Americans

Donna Veno, an avid outdoorswoman and advocate for providing recreation opportunities for the disabled, shared her experiences and insights. Ms. Veno began by relating her special experience as a blind person in "seeing" a waterfall.

> *One day when we were driving through the White Mountains of New Hampshire, my friend said, "Do you want to see a waterfall?" I said, "Yes, what've you got in mind?" She said, "Well we've got this waterfall over here and I see a way to get down to the middle of it. But if we do this, we have to climb over and down some pretty steep rocks, and if our feet slip we're history." I said, "Are you game?" She said, "Sure, if you want to do this, I'll try anything."*
>
> *So we put on our hiking boots, and left the dog in the car. She walked in front of me, and I put one hand on each one of her hips so that I could see exactly where her feet were going*

and make mine do the same. We very carefully climbed down and stopped in the middle of a waterfall in Jackson, New Hampshire. When I put my hands out all around me, the water was just cascading at me from every direction.

Through that experience I now understand what a waterfall is. All of the waterfalls in the world may not look like that, but they do to me. And the way that I perceive that waterfall is no less awesome, and no less beautiful to me than the way you perceive it through your eyes. The first thing recreation folks need to understand is that the perception of beauty, the experiencing of joy, of skiing, of hiking, of being out in nature has absolutely nothing to do with a person's ability to walk, see, and hear.

Being in the out-of-doors is freedom to me. When I walk down the street with my dog, that's not freedom because I have to be careful; I have to listen to make sure that I am going in the right direction; I have to listen for the traffic and for cues. But when I'm out in a recreation experience, I have freedom. When I'm hiking on a trail that's perfectly flat and reasonably safe for me, I can leave my friend behind. I can say, "I don't want you to guide me. Let me go." And I can go off by myself and listen to the wilderness and to the wildlife. I can walk without a cane and without my dog. That's freedom.

Ms. Veno agreed strongly that one of the best ways to incorporate access into recreation programs is to get disabled people involved in achieving the goal. She suggested that rangers contact them through the Governors Committee on the Handicapped for their States, which are usually organized into local chapters. The Talking Book Library of each State maintains a huge registry of the names of disabled (not just blind) people, and most local libraries have newsletters that reach many people.

Ms. Veno cautioned managers not to fall into the trap of letting one knowledgable disabled person speak for all disabled people. Most are specialists in their own disability—if a blind person says something that relates to hearing-impaired or vision-impaired, it may not apply to all of them. She advised symposium participants:

Disabled people know what we need and that our civil rights have always been attached to cost. We're very sensitive to cost, so we are not going to tell you that we need a lift when a ramp will do. We're not going to tell you that you need to put in an elevator, when moving the program to an accessible facility will do. We are not going to tell you that every trail in every recreation area needs to be accessible, but they need to be usable. Give me information about whether this is an easy or medium or difficult trail, and I'll make my decision because I know best what I can do.

Emerging Recreation Technologies

Dr. Elwood Shafer of Pennsylvania State University predicts that, in the coming decades, new technology and science developments will have numerous dramatic effects on the demand and supply of tourism. He reviewed dozens of science and technology visions that we, as

recreation managers, should include in our thinking and planning for future tourism management and research. Imagine these developments:

- Televisions will become simulators, allowing people to experience the thrills of high-risk tourism without leaving home.

- Travel videotapes will help vacationers plan their trips.

- Multipurpose transportation cars that can convert to an airplane will be fuel efficient and economically accessible to tourists.

- Supersubmarines will be developed as undersea tour buses, with oversized windows and interiors similar to today's passenger planes.

- Breakthroughs in outdoor recreation clothing will allow the user to wear just one outfit for all climates and conditions.

- Genetics research will develop rainbow trout and salmon that weigh as much as 100 pounds and mature five times faster than normal.

- Much of the world's industries will be moved to space stations, freeing up the world's surface for farms, parkland, and wilderness.

What do all these predictions mean to national recreation area managers? We have many changes ahead of us. "Rather than deal reactively to all these possibilities, let's get on the proactive side of chaos," closed Dr. Shafer in his presentation.

What Is the Future for National Recreation Areas?

Identifying the purpose of national recreation areas and their relationship to other Federal outdoor recreation components was one of the objectives around which the symposium was organized. Through the 1990's, there will be many forces influencing the Federal role in providing outdoor recreation; and, hence, the role of the national recreation area. Elevating recreation issues in the public eye is one way for national recreation areas to assume the leadership role in the provision of recreation services.

Outdoor recreation should be the central focus in the management of NRA's. Local involvement and grass roots support will be key factors in successfully making national recreation areas the showcases of recreation excellence they were mandated to be.

The Federal Role in Outdoor Recreation

In his keynote speech, Denis Galvin, Deputy Director of the National Park Service (1985-89), identified forces that will influence the Federal role in recreation through the 1990's:

> *Recreation and Tourism: They together are the largest industry in seven of the Western States, the second largest industry in two of them, and the third largest industry in the remaining two. They are a significant economic force in many other States.*
>
> *Character of the Economy: William Greider has coined the phrase "rolling recession" to characterize those areas of the United States that continue to have naggingly high unemployment and recession-like characteristics. These include areas where industries were once the principal employer, rural economies based on farming, and western economies dependent on extractive industries. It is in these areas that communities and States are looking to become a recreation destination to revitalize their economics.*
>
> *Transfer Payments: Although economic factors in this country look as good as they have in a long time, the uneven share in the prosperity suggests the need for some kind of economic leveling. Someone characterized the status of the United States economy as doing well on the East and West Coasts and the Sunbelt and going to pot everywhere else. Certainly, an oversimplification but not a bad generalization. Recreation and tourism can provide a kind of domestic transfer payment allowing the wealth of the East and West Coasts to be shared by the rest of the country. Sun Valley is a good example of such a transfer payment. Most of the people who own the large new homes, town houses, and condominiums there do not come from Idaho or, in fact, from any of the States in the Intermountain West.*
>
> *Quality of Life Issues: We have seen in the media the phenomenon of global warming moving from science column and Sunday supplement to front page.*

Toxic waste, super funds, Boston Harbor, and off-shore oil drilling have all commanded the national attention in a way they have not before. The phenomenon "not in my backyard" becomes a factor whenever the society attempts to deal with some of its most nagging problems. As a result, recreation and tourism become a positive factor in dealing with quality-of-life issues. Communities are proud to point to the existence of pristine environments, beautiful scenery, and historic resources in defining their character and quality as a community.

Pent Up Demand: The National Park Service portion of the recreation estate is not growing. My understanding is that the Forest Service has had some growth in the recreation estate in the 1980's making recreation an equal partner with other uses. Certainly, Bureau of Land Management with its Recreation Initiative 2000 is showing interest in more of its public lands To some degree that phenomenon supports the conclusion I'm leading to. The non-Federal role in the 1980's has built considerable demand based on the changing nature of the economy. The actions of the 100th Congress indicate that the demand will be responded to in the 1990's.

Joyce Kelly, Executive Director of the Wildlife Habitat Enhancement Council, offered an appropriate challenge to the symposium participants: to move from a salute and vision to action. She reviewed four ways to elevate recreation issues in the public's eye:

- be attuned to public sentiment
- make recreation programs marketable
- respond to the interests of a particular leader, and
- address a real or perceived crisis.

Ms. Kelly related these criteria to recreation and specifically to national recreation areas. By their very nature, recreation programs are attuned to public sentiment and clearly marketable. Not so clear is the identity of leaders in the recreation community or whether a recreation crisis exists.

Ms. Kelly challenged national recreation area managers to take the lead and mobilize the grassroots by producing an overall national recreation area strategy showing what can be done, what needs to be done, and why it's important. She offered William Mott's view that urban national recreation areas represent the future battleground for public support for the National Parks.

Understanding the importance of these open space recreational areas close to home provides the transition to understanding, appreciating, caring for, and supporting those areas you may never visit but know must be protected and enhanced.

The successful urban national recreation areas provide a model for building partnerships, involving the community, truly listening, and letting the public participate in the planning and management process. Ms. Kelly emphasized that to involve the public is to build a constituency in recreation. It's a way to market national recreation areas sell the product

of recreation to future visitors, and build Federal leadership for providing outdoor recreation.

A Renewed Vision for America's National Recreation Areas

Dale Robertson, Chief of the Forest Service, presented the closing remarks and the charge for a renewed vision for national recreation areas:

> *One thing stands out clearly: only national recreation areas have recreation as their middle name! In fact, they are the only congressionally designated areas that have recreation in their name. That ought to tell us something very important about national recreation areas that outdoor recreation is to be the central focus in their management. These national recreation areas are special, and they deserve to be the best we can offer in outdoor recreation in this country.*
>
> *The real test of how well we're doing in customer satisfaction is what people say to themselves on the way home from a visit to a national recreation area. We hope they say, "Wow, that was fun! Let's do it again and bring our best friends along with us." If your customers aren't saying that as they exit your national recreation area, you ought to worry a little bit maybe a great deal because your top-of-the-line products would be none too good.*

Robertson challenged management to be fresh and exciting, innovative, and creative. National recreation areas should provide fertile ground to test out new ideas and give talented people the freedom to excel. Management should rely on a partnership approach, building on successes with cost-share programs. He assured managers that he will continue to work hard to get them the funding needed to do a quality job, and shared some of his philosophy:

> *We're not going to insulate you from competitive forces; you've got to capitalize on a few strengths you have going for you. The old philosophy of government in the 1960's and 1970's was to come up with big plans, starting with the dollars first. That no longer works, and is a sure prescription toward steady decline. You've got to build the momentum and public support first, and let the dollars follow the momentum. The most successful people will figure out how to use brains, wits, and partnerships to do that.*
>
> *Above all, our national recreation areas should be environmental and economic assets to the States and local communities where they are located, as the Mayor of Stanley related during the field trip. Any time you have a national recreation area or other Federal area, your success can be no better than your local support and involvement. I have yet to see a very successful Federal area where we were at odds with the local people. Things just won't work out very well without the support of local people.*

Robertson closed with more challenges to make the renewed vision for national recreation areas a reality:

> *Those of you who manage national recreation areas should be blazing the trail in outdoor recreation for the rest*

of the Forest Service, National Park Service, and Bureau of Land Management. You should be the leaders, out front and showing the way. We cannot afford traditional bureaucratic managers on our national recreation areas—we need leaders and innovators who are outstanding in working cooperatively with local people.

At the end of yesterday's field trip, the people on our bus concluded that the Sawtooth National Recreation Area was the best of the bunch. If I were one of the 31 other national recreation area managers, I wouldn't let that claim go unchallenged.

The leadership of the Forest Service—and I'm sure the leadership of the National Park Service and the Bureau of Land Management as well—want to support national recreation area people in carrying out the philosophy of becoming the best showcases of excellence they can be.

Sawtooth National Recreation Area—Showcase of Excellence

The Sawtooth National Recreation Area, created in 1974, clearly is an impressive example of what national recreation areas can and should be. As local hosts of the National Recreation Area Symposium, the Sawtooth staff had 1 day to show off their area and their accomplishments. The Sawtooth National Recreation Area exemplifies excellence in outdoor recreation, conservation and visual management. The area clearly offers a challenge to other national recreation area's to meet their own potential.

The Sawtooth National Recreation Area Headquarters and Visitor Center welcomes and orients visitors with its mountain peak building design on the outside and its exciting interpretive displays and video programs on the inside.

The warm and homey atmosphere at the Galena Lodge reflected improvements being made by the new concession operator. He added that his energy and enthusiasm for developing the facility's potential have been cooperatively met by Forest Service staff, which helps him to create a "win-win" situation all around.

We stopped at the historic Pole Creek Ranger Station, an example of conservation and interpretive excellence. Trails, facilities, and interpretive signing accessible to the physically challenged were installed after careful planning to minimize visual and ecological impact on the historic site and the research natural area also at the same location.

As we enjoyed the sun while touring the Redfish Lake facilities including a swim beach, boat ramp, picnic area, lodge, and campground—it was easy to imagine the thousands of visitors who enjoy these facilities. Here the Sawtooth National Recreation Area offers recreation excellence of a different type than its abundant wilderness trail and backcountry opportunities.

A large land acquisition program was explained onsite, and we were shown pictures of the area prior to land purchase and before structures were removed, vividly illustrating the effectiveness of the Sawtooth National Recreation Area's visual management and range conservation program. Also, the results of efforts to replace barbed-wire fencing with pole fences through several innovative programs with range permittees were visible throughout the trip.

As the gates opened for the salmon fingerlings to leave the holding pools at the Sawtooth Fish Hatchery, the results of many months work were sent off on their journey to the sea and hopefully back to this creek to spawn. Replenishing the anadromous fish runs is another example of the total conservation picture at the Sawtooth National Recreation Area.

The mayor of Stanley, a town surrounded by the Sawtooth national recreation area, revealed some of the confusion associated with the national recreation area designa-

tion. The mayor, in an amusing set of comments, expressed the community's frustrations with understanding the real impacts and benefits of the national recreation area.

Appendix I—Conference Agenda

National Recreation Areas
A Showcase for Excellence

October 11-14, 1988
Elkhorn Lodge, Sun Valley, Idaho

WEDNESDAY, OCTOBER 12

8:00 **Welcome and Introductions, *Stanley Tixier***, *Regional Forester, Intermountain Region, Forest Service, Ogden, Utah*

8:10 **Welcome, *Ruth Lieder***, *Mayor, Sun Valley, Idaho*

8:15 **The Value of National Recreation Areas, *Denis Galvin***, *Deputy Director, National Park Service, Washington, DC*

9:00 PANEL: **Natural Recreation Areas: Cornerstone of the Federal Outdoor Recreation Estate,** Moderator: ***Stanley Tixier***, *Regional Forester, Intermountain Region, Forest Service, Ogden, Utah*

National Recreation Areas as Demonstrations of Outdoor Recreation Excellence, *William Spitzer*, *Chief, Recreation Resources Assistance Division, National Park Service, Washington, DC*

National Recreation Areas as Demonstrations of Conservation Excellence, *William Shands*, *Conservation Foundation, Washington, DC*

National Recreation Areas as Demonstrations of Visual Beauty, *Betsy Cuthbertson*, *American Society of Landscape Architects, Washington, DC*

10:45 PANEL: **Economic and Recreational Opportunities Provided in National Recreation Areas,** Moderator: ***Laura Szwak***, *Outdoor Recreation Planner, Recreation Resources Assistance Division, National Park Service, Washington, DC*

Economic and Rural Development: Opportunities Generated by National Recreation Areas, *Dr. Clyde Chesney*, *Agricultural Extension Service, North Carolina State University, Raleigh, North Carolina*

Recreation Use Trends: How They Relate to National Recreation Areas, *Dr. Kenneth Cordell*, *Project Leader, Forest Service, Athens, Georgia*

12:45 **The Federal Role in Outdoor Recreation,** *Luncheon Speaker:* ***Joyce Kelly***, *Wildlife Enhancement Council*; introduced by ***Cynthia DeFranceaux***, *National Park Service, Washington, DC*

1:30 CONCURRENT SESSIONS. Discussions led by ***Dr. William McLaughlin, Dr. Leslie Reid,*** *and* ***Joanne Tynon***

1:30 CONCURRENT SESSION A: **Identifying Visitors and Their Needs** (What information should we be collecting about visitors? How do we know what their interests and needs are? What problems are there with getting visitor information?) Facilitator: ***Dr. Leslie Reid***, *Department of Recreation and Parks, Texas A&M University, College Station, Texas*

Gary Machlis, *National Cooperative Park Study Unit Leader, National Park Service, University of Idaho, Moscow, Idaho*

Kenneth Mitchell, *Admiralty National Monument, Tongass National Forest, Forest Service, Sitka, Alaska*

1:30 CONCURRENT SESSION B: **Marketing and Delivering Visitor Services** (How can the recreation "customers" be better served? What information should we provide them about the recreation opportunities?) Facilitator: ***Dr. William McLaughlin***, *Department of Wildland Recreation Management, College of Forestry, Wildlife and Range Sciences, University of Idaho, Moscow, Idaho*

Elizabeth Estill, *Assistant Director for Recreation Management, Forest Service, Washington DC*

Brad Powell, *Mount St. Helens National Volcanic Monument, Gifford Pinchot National Forest, Forest Service, Amboy, Washington*

1:30 CONCURRRENT SESSION C: **Public-Private Partnerships** (How can the government and recreation industries cooperate to provide better recreation opportunities and visitor services? What does it take to set up a successful partnership?) Facilitator: ***Joanne Tynon***, *Department of Wildland Recreation Management, College of Forestry, Wildlife and Range Sciences, University of Idaho, Moscow, Idaho*

Brian O'Neill, *Superintendent, Golden Gate National Recreation Area, National Park Service, San Francisco, California*

Kari VanMeter, *consultant to the Forest Service, Ft. Collins, Colorado*

3:30 CONCURRENT SESSION D: **Serving the Urban Public** (What is the urban visitor looking for at a national recreation area? What different services should be provided at these areas?) Facilitator: *Joanne Tynon*

Robert McIntosh, *Superintendent, Gateway National Recreation Area, National Park Service, New York City*

Jeffrey Bailey, *Arapaho National Recreation Area, Arapaho National Forest, Forest Service, Granby, Colorado*

3:30 CONCURRENT SESSION E: **Trends in Recreation Use** (What are the social and economic factors that influence current recreation trends? How do current recreation activities compare to past and future activities? What should we plan for?) Facilitator: ***Dr. Leslie Reid***

George Siehl, *Congressional Research Service, Washington, DC*

James Page, *Supervisor, Monongahela National Forest, Forest Service, Elkins, West Virginia*

3:30 CONCURRENT SESSION F: **Excellence in Recreation Design** (Describe the planning and design for "excellent" recreational facilities, giving one or more examples) Facilitator: ***Dr. William J. McLaughlin***

Conny Frisch, *Manager, Oregon Dunes National Recreation Area, Siuslaw National Forest, Forest Service, Florence, Oregon*

***Larry May**, Assistant Superintendent, Glen Canyon National Recreation Area, National Park Service, Page, Arizona*

5:30 **Social and Multimedia Presentation on All National Recreation Areas, *Dr. Anne Fege**, Wilderness and Special Areas Management, Forest Service, Washington, DC*

THURSDAY, OCTOBER 13

Field trip to Sawtooth National Recreation Area, hosted by ***Carl Pence***, Area Ranger of Sawtooth National Recreation Area, and by the Sawtooth National Forest

FRIDAY, OCTOBER 14

8:00 **Introduction, *Ivan Miller**, Chief of Planning, Pacific Northwest Region, National Park Service, Seattle, Washington*

8:15 PANEL: **Opportunities Abound**
Moderator: ***George Olson**, Recreation and Lands Staff Director, Intermountain Region, Forest Service, Ogden, Utah*

National Recreation Areas as Travel Destinations from Around the World, *Voit Gilmore, President-elect, American Society of Travel Agents, Pinehurst, North Carolina*

Remote Locations Can Be National Recreation Areas Too, *Don Runberg, District Manager, Steese/White Mountain National Recreation Area, Bureau of Land Management, Fairbanks, Alaska*

National Recreation Areas as Windows on the Outdoors for Disabled Americans, *Donna Veno, Arlington, Virginia*

Emerging Recreation Technologies and Services: Showcase Opportunities at National Recreation Areas, *Dr. Elwood Shafer, Department of Recreation and Parks, The Pennsylvania State University, University Park, Pennsylvania*

10:15 **Where Are We Headed?** Report from six concurrent sessions (Wednesday afternoon). ***Dr. William McLaughlin***

10:45 **A Renewed Vision for America's National Recreation Areas. *F. Dale Robertson**, Chief, Forest Service, Washington, DC* (introduced by ***Ron Stoleson***, Forest Supervisor, Sawtooth National Forest, Forest Service, Twin Falls, Idaho)

11:30 **Closing. *Richard Stier**, Viscom Productions, Moscow, Idaho*

Symposium Organizers:

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Appendix III—Directory of the National Recreation Areas

Allegheny National Recreation Area

222 Liberty Street, Box 847
Warren, PA 16365
(814)723-5150

Not far from Pittsburgh is the Allegheny National Recreation Area, with 23,000 acres on the Allegheny National Forest. This unroaded area of cherry, maple, and oak forests is popular for primitive recreation. It is located adjacent to the Allegheny River and Reservoir, and near developed campgrounds and other recreational areas. Preserving and enhancing recreation, wildlife and fish populations, and watershed values are emphasized, while exploration and development of oil and gas resources are allowed. Hickory Creek Wilderness is located immediately to the south.

Established: October 30, 1984 (Public Law 98-585)
Size: 23,100 acres

Amistad National Recreation Area

PO Box 420367
Del Rio, TX 78842
(512)775-7491

The Amistad National Recreation Area is an international recreation area on the United States—Mexican border that provides outstanding opportunities for boating and other water sports, fishing, limited hunting, and general outdoor enjoyment. The principal attraction here is Lake Amistad—the reservoir building up behind Amistad Dam on the Rio Grande. Under the bright southwest sun, the sparkling blue water in the lake and its four main "arms" and numerous coves is pleasantly warm for swimming and water sports 9 months of the year. Amistad National Recreation Area is administered under cooperative agreement with the U.S. and Mexican sections of the International Boundary and Water Commission.

Established: November 11, 1965
Size: 57,292 acres (all Federal)

Arapaho National Recreation Area

6249 Highway 40
Granby, CO 80446
(303)887-3331

Five natural lakes are the drawing card for the Arapaho National Recreation Area in Colorado, which lies along the western boundary of Rocky Mountain National Park and Indian Peaks Wilderness on the Arapaho National Forest. Water-based recreation is its key attribute and there are excellent campground and marina facilities.

Established: October 11, 1978 (Public Law 95-450). Changed administration from NPS to FS and altered the boundary
Size: 36,235 acres

Bighorn Canyon National Recreation Area

National Park Service
PO Box 458
Fort Smith, MT 59035
(406)666-2412

Located in south-central Montana and north-central Wyoming, the 71-mile Bighorn Lake stretches from the Yellowtail Dam through the Bighorn and Pryor mountains to the Bighorn Basin of Wyoming. Spectacular cliffs over 2,000 feet high add to visitors' experiences as they enjoy fishing, water skiing, and camping on the lake.

Bighorn sheep, deer, bear, elk, and other wildlife species make their home in the national recreation area. In addition, part of the Pryor Mountain Wild Horse Range is located within the national recreation area, and the horses provide visitors with a tie to the old west. The north end of the recreation area is located on the Crow Indian Reservation and the Crow culture is an important part of the area's past and present. The area is administered by the National Park Service.

Established: December 31, 1964, by act of Congress, October 15, 1966
Size: 68,485 acres Federal, 51,723 acres non-Federal

Big South Fork National River and Recreation Area

PO Drawer 630
Oneida, TN 37841
(also in Kentucky)
(615)569-6025

The free-flowing Big South Fork of the Cumberland River and its tributaries pass through scenic gorges and valleys containing a wide range of natural and historical features. Ninety miles of streams lie within the boundaries. The National Park Service manages recreation activities in both Tennessee and Kentucky, while the U.S. Army Corps of Engineers coordinates the area's development.

Established: March 7, 1974; National Park Service Management authorized October 22, 1976
Size: 122,960 acres

Chattahoochee River National Recreation Area

1978 Island Ford Parkway
Dunwoody, GA 30350
(404)394-7912

The river is the Chattahoochee, the city is Atlanta, and the national recreation area is a series of developed areas along a 48-mile stretch of the river south of Lake Sidney Lanier to the city limits of Atlanta. For centuries, people have been drawn to the river for food, transportation, and power to sustain the mills, factories, and homes along its banks. Today, visitors delight in trout fishing, rafting, canoeing, and kayaking. Visitors can bring their own watercraft to float the Chattahoochee River year round, or use the rental services of the Chattahoochee Outdoor Center, the park concession, from May to September. Within the 4,000 acres of land (managed by the National Park Service) along the river, visitors can also hike, jog, bicycle, birdwatch, picnic, and enjoy the quiet contrast from the bustling city.

Established: August 15, 1978
Size: 6,800 acres

Chickasaw National Recreation Area

PO Box 201
Sulphur, OK 73086
(405)622-3161

Chickasaw National Recreation Area began as Sulphur Springs Reservation, which was authorized on July 1, 1902, and was renamed Platt National Park in 1906. . On March 17, 1976, Platt National Park and Arbuckle Recreation Area (created in the 1960's) were joined, with additional lands, to form Chickasaw National Recreation Area, which is administered by the National Park Service. This memorial tribute to the Chickasaw Indian Nation, which originally occupied the lands, now serves almost 2,000,000 visitors a year, primarily from Oklahoma and Texas. It is located in the forested, rolling hills of south-central Oklahoma, and its springs, streams, and lakes provide the setting for swimming, boating, and fishing along with picnicking, camping, and hiking. The Travertine Nature Center provides opportunities for nature study for both organized school groups and casual visitors. Many visitors still come to drink the water from several mineral springs.

Established: March 17, 1976
Size: 9,522 acres

Coulee Dam National Recreation Area

PO Box 37
Coulee Dam, WA 99116
(509)633-0881

Formed by Grand Coulee Dam in 1946, the 130-mile-long Franklin D. Roosevelt Lake is the principal feature in the Coulee Dam National Recreation Area, managed by the National Park Service, in Washington State. Thirty-two campgrounds and 16 public boat ramps ring the lake, where waterskiers and boaters delight. Fishing is a favorite pastime and there are more than 30 species, including walleye, rainbow trout, white sturgeon, yellow perch, and kokanee salmon. Visitors can also explore Fort Spokane, the Indian trading center at Kettle Falls, and Grand Coulee Dam, and can travel numerous highways.

Established: December 18, 1946
Size: 100,390 acres

Curecanti National Recreation Area

PO Box 1040
Gunnison, CO 81230
(303)641-2337

Three lakes extend for 40 miles along the Gunnison River in Colorado: Blue Mesa, Morrow Point and Crystal Lakes. Two billion years of geological history are displayed on the rock faces, and the cliffs and rocky spires on the surrounding mesas tell of violent volcanic eruptions 30 million years ago. There are eight campgrounds, numerous picnic areas along the lakes and the river, and opportunities for sailing, sailboarding, water skiing, and power boating. Brown, rainbow, Mackinaw, and brook trout attract anglers to these lakes in both summer and winter. Elk, ducks, geese, great blue herons, golden eagles, and bald eagles are common. The national recreation area is administered by the National Park Service under a cooperative agreement with Bureau of Reclamation.

Established: February 11, 1965.
Size: 42,114 acres

Cuyahoga Valley National Recreation Area

15610 Vaughn Road
Brecksville, OH 44141
(216)526-5256 or 650-4414

The Cuyahoga Valley National Recreation Area links the urban centers of Cleveland and Akron, preserving the rural character of the Cuyahoga River Valley and such historic resources as the century-old Ohio and Erie Canal system. There are river floodplains, numerous tributaries and their steep and gentle ravines, deciduous and evergreen forests, meadows, pastures, and ponds. The area was important to the Indian tribes that traveled from the Great Lakes to the Ohio and Mississippi Rivers, farmers who settled as early as 1786, and traders who used the canal and river. Nature walks, campfire programs, arts and crafts, dramatic and musical presentations, and special recreational events change with the seasons at this national park.

Established: June 26, 1975
Size: 32,460 acres

Delaware Water Gap National Recreation Area

Bushkill, PA 18324
(717)588-6637

National recreation areas within a few hours drive of major cities are indeed special places. Delaware Water Gap National Recreation Area, managed by the National Park Service, is close to New York City and Philadelphia. This scenic area preserves relatively unspoiled lands for 28 miles on both the New Jersey and Pennsylvania sides of the Delaware River (a unit of the Wild and Scenic Rivers System) as it flows through the

famous gap in the Appalachian Mountains. The Appalachian Trail follows the Kittatinny Ridge for 25 miles through the national recreation area. The park sponsors a craft village and several environmental education centers. Almost 400 miles of road wind through the scenic valleys over the ridges and past historic buildings.

Established: September 1, 1965
Size: 54,087 Federal and 12,563 non-Federal acres

Flaming Gorge National Recreation Area

PO Box 278
Manila, UT 84046
(801)784-3445

A background of bald peaks bulge above the timberline of the Uinta Mountains to more than 12,000 feet in the Flaming Gorge National Recreation Area on the Ashley National Forest. At lower elevations, over 120 miles of trails lace through pinyon-juniper, ponderosa and lodgepole pine, and spruce-fir forests beckoning hikers and backpackers to remote mountain lakes and streams, while antelope, coyotes, deer, elk, moose, and bighorn sheep move within the scenery. Poles bending with trophy trout from Flaming Gorge Lake or the Green River (below the 502-foot-high dam) have made the area a premier fishing attraction. Other water sports—including whitewater rafting, sailing, power boating, water skiing, and swimming—contrast with the surrounding dusty sagebrush country of the northern desert, or the vertical rock of 1,400-foot-deep Red Canyon in the south. Visitors can view the geologic area, a fire lookout tower, an historic ranch, any of four visitor centers, or numerous vistas, viewpoints, and interpretive stops. They can take advantage of evening programs, over 600 camping and picnic units, three marinas, eleven boat ramps, three lodges, and many commercial services.

Established: October 1, 1968 (Public Law 90-540)
Size: 185,645 acres (net NFS lands)

Gateway National Recreation Area

Floyd Bennett Field, Building 69
Brooklyn, NY 11234
(718)338-3338

Along the Atlantic Ocean near and around New York Harbor, Gateway National Recreation Area is accessible by subway, bus, and car, and delights millions of visitors each year. With beaches, marshes, islands, and adjacent waters in the harbor area, this 26,000-acre park offers urban residents a wide range of recreation. The Sandy Hook Unit in New Jersey features beaches, plant and animal life, and historic structures, including Sandy Hook Lighthouse, thought to be the oldest operational light in the United States. Jamaica Bay offers outstanding opportunities to view birds year-round, but especially during the spring nesting season and the fall migration. Thousands of school children visit Breezey Point each year, and swimmers and sunbathers enjoy one of finest ocean beaches in the New York area. The Staten Island unit offers swimming, fishing, sports fields, and environmental education programs.

Established: October 27, 1972
Size: 26,311 acres

Gauley River National Recreation Area

c/o New River Gorge National River
PO Box 1189
Oak Hill, WV 25901
(304)465-0508

Within this national recreation area is one of the premier whitewater rivers—offerring class VI rapids—on the East Coast. The Gauley River offers a very technical type of whitewater trip popular with *experienced* kayakers and outfitters. The newest national recreation area, it has no purchased lands to date. The planning process for the national recreation area is just beginning with the preparation of use and development studies. Limited public access and camping have been important factors in establishing the national recreation area and will be studied during this process.

Established: October 26, 1988 (Public Law 100-534)
Size: None purchased to date

Glen Canyon National Recreation Area

PO Box 1507
Page, AZ 86040
(602)645-2471

Glen Canyon National Recreation Area, encompassing more than 1.2 million acres, lies on the Colorado Plateau in the heart of some of the Nation's most rugged canyon country. Cutting through this arid landscape is the sparkling blue of Lake Powell, the country's second largest artificial lake. Stretching 186 miles along the old Colorado River channel behind Glen Canyon Dam—one of the world's highest dams—Lake Powell is a favorite destination for boating, fishing, camping, and water activities of all types. Prehistoric people used the lands for hunting and farming. Although the first European visitors were Spanish priests in 1776, it was not explored until the mid-1800's, when John Wesley Powell traveled the length of the Colorado River. Men and women of the Mormon faith settled the region and operated the first ferries across the Colorado River in this area. Situated within a day's drive of 25 million people, Glen Canyon's popularity will continue to grow as its beauty, its weather, and its recreation potential are discovered. This area is managed by the National Park Service.

Established: October 27, 1972
Size: 1,236,880 acres

Golden Gate National Recreation Area

Fort Mason, Building No. 201
San Francisco, CA 94123
(415)556-0560

The mix of scenic, historic, urban, and natural features along the shorelines of San Francisco, Marin, and San Mateo Counties attracts more than 20 million visitors to this national recreation area each year. Within the city limits of San Francisco, visitors can view the majestic Golden Gate Bridge, visit Aquatic Park and the National Maritime Museum, and relive history at Fort Mason and Fort Point National Historic Site, and view the famous prison on Alcatraz Island. The national recreation area extends southward for 7 miles along Baker Beach, China Beach, and Ocean Beach, where thousands swim, hike, fish, and sunbathe. The Marin Headlands offer marvelous views of the San Francisco harbor and secluded redwood forests, creeks, and rolling hills. Visitors to Muir Woods National Monument will enjoy small beaches and coves along the Pacific Ocean.

Established: October 27, 1972
Size: 72,815 acres

Hells Canyon National Recreation Area

Box 490
Enterprise, OR 97828
(503)426-4978

In the northwestern corner of Oregon and the western edge of Idaho, the Snake River is the star of the Hells Canyon National Recreation Area, managed by the Wallowa-Whitman National Forest. The canyon is one of the deepest in the world (8,000 feet deep) with vertical cliffs lining many of the 67 miles of the Wild and Scenic Snake River. More than three-quarters of the national recreation area is roadless or designated as wilderness, and backpacking and horse travel are favored recreation activities. Hunting, fishing, livestock grazing, and timber harvest are permitted within designated areas of the national recreation area.

Established: December 31, 1975 (Public Law 94-199)
Size: 652,488 acres (mixed ownership, mostly NFS lands)

Lake Chelan National Recreation Area

2105 Hwy 20
Sedro Woolley, WA 98284
(206)856-5700

The upper reaches of 55-mile-long Lake Chelan are contained within the boundaries of Lake Chelan National Recreation Area, which is managed by the National Park Service. Accessible only by boat, float plane, foot or horseback, the isolated glacial Stehekin Valley forms the core of this wild land. At an elevation of 1,100 feet, Lake Chelan provides a spectacular foreground to snow- and glacier-covered peaks rising to 8,000 and 9,000 feet. Rainbow Falls, dropping 312 feet, is a popular destination for day-visitors to Stehekin; during the summer, a tour bus runs the 3-mile trip to the falls while the passenger boat is docked. Mule, deer, hoary marmots, and black bear are common, as are birds – from Canada geese to tiny hummingbirds, and golden eagles to grouse. Popular recreational opportunities include hiking, picnicking, camping, fishing, boating, sightseeing, photography, and relaxing.

Established: October 2, 1968
Size: 61,890.07 acres

Lake Mead National Recreation Area

601 Nevada Highway
Boulder City, NV 89005
(also in Arizona)
(702)293-8920

Originally known as the Boulder Dam National Recreation Area, Lake Mead is the first and largest national recreation area, with almost 1.5 million acres along the Colorado River west of Grand Canyon National Park. Lake Mead National Recreation Area exhibits a startling contrast of desert and water, mountains and canyons, primitive backcountry in the desert high country and modern technology in the water craft and sports. Nine marinas rent fishing boats, waterskiing boats and equipment, sailboats and houseboats. There are free public launching areas, many special watersport events each year, and some of the best sport fishing in the country. The area is managed by the National Park Service.

Established: October 8, 1964
Size: 1,496,601 acres

Lake Meredith National Recreation Area

PO Box 1438
Fritch, TX 79036
(806)857-3151

Lake Meredith, a 20-mile-long artifical lake on the Canadian River, is a popular water activity center in the dry, windswept High Plains of the Texas Panhandle. The shoreline has scenic buttes, pinnacles, and wind-eroded coves of red-brown rocks. On the arid plains, mesquite, prickly pear, yucca, and grasses give little hint of the tall cottonwoods, soapberry, and sandbar willows that flourish in the sheltered creek beds of the tributaries. Visitors enjoy water sports, hiking, camping, off-road vehicle use, and tours to the Alibates Flint Quarries National Monument located within the national recreation area. Administered by the National Park Service under a cooperative agreement with Bureau of Reclamation, U.S. Department of the Interior. The name was changed from Sanford National Recreation Area in 1972.

Established: March 15, 1965
Size: 7,768 acres

Mount Baker National Recreation Area

2105 Highway 20
Sedro Woolley, WA 98284
(206)856-5700

On the south side of Mount Baker in the Mt. Baker – Snoqualmie National Forest, is this small but dramatic national recreation area, ranging in

elevation from nearly 11,000 feet at the glaciated summit of Mt. Baker to the unique botanical communities found at 2,000 feet on the lower reaches of the Sulphur Creek Lava Flow. In between are four major subalpine meadow systems that include some of the most spectacular hiking and horseback riding trails in the North Cascades. Winter recreation includes backcountry skiing and snowmobiling. The restored Park Butte Lookout offers panoramic views of the entire area.

Established: July 3, 1984 (Public Law 98-339)
Size: 8,600 acres (net NFS lands)

Mount Rogers National Recreation Area

Route 1, Box 303
Marion, VA 24354
(703)783-5196

The Mount Rogers National Recreation Area, on the Jefferson National Forest, is characterized by rugged mountainous terrain and abounds in cultural resource features. It includes Mt. Rogers, the highest peak in Virginia, and the Crest Zone, an area with elevations over 4,000 feet, large rock formations, and a mixture of mountain "balds" and spruce fir forests. The landscape theme of the national recreation area is rural America and the intent is to retain and restore those visual elements of early rural America such as stone bridges, rail fences, old mills, stone iron furnaces, and intermingled fields and forests. Many activities are available, including camping, picnicking, sightseeing, trout fishing,hunting, bicycling, horseback riding, cross-country skiing,and swimming. Six developed campgrounds and three horse camps are available, and dispersed camping is allowed anywhere on National Forest System land except where signed otherwise. No permit is required. There are over 450 miles of trails, including the 67-mile-long Virginia Highlands Horse Trail and 60 miles of the Appalachian Trail.

Established: May 31, 1966, (Public Law 92-260)
Size: 109 Federal, 45,000 non-Federal acres

Oregon Dunes National Recreation Area

855 Highway Avenue
Reedsport, OR 97467
(503)271-3611

The sand dunes at Oregon Dunes National Recreation Area, on the Siuslaw National Forest, rise 300 feet above sea level and are unequaled in the United States. A third of the dunes along the 38-mile-long beach are constantly migrating. Ocean beaches draw visitors from Portland, 150 miles away, and beyond, for beachcombing, fishing, hiking, and wildlife viewing. Visitors revel in the opportunity to drive off-road vehicles on many of these dunes. There are seventeen Federal and State campgrounds in or near the national recreation area.

Established: March 23, 1972 (PL 92-260)
Size: 32,150 acres

Pine Ridge National Recreation Area

HC 75, Box 13A9
Chadron, NB 69337
(308)432-4475

The Pine Ridge National Recreation Area, on the Nebraska National Forest, was designated to provide backcountry recreation opportunities in a seemingly-natural ponderosa pine environment. Typical activities include hiking and walking, horseback riding, hunting, nature study, and cross-country skiing. Motorized recreation is not permitted, and there are no developed sites in the area.

Established: October 20, 1986 (PL 99-504)
Size: 6,600 acres

Rattlesnake National Recreation Area

Building 24A, Ft. Missoula
Missoula, MT 59801
(406)329-3962

The Rattlesnake National Recreation Area and Wilderness on the Lolo National Forest was established to preserve wilderness and to promote the watershed, recreation, wildlife, and educational values of the remainder of these lands. It is located at the northern edge of Missoula, Montana, and Rattlesnake Creek is a municipal watershed for the city. The recreation area is accessible to hikers, horseback riders, and bicyclists. Challenging trails and scenic lakes draw hikers and horseback riders to the 33,000-acre Rattlesnake Wilderness, which encompasses the northern half of the national recreation area.

Established: October 19, 1980 (Public Law 96-476)
Size: 60,000 acres

Ross Lake National Recreation Area

2105 Highway 20
Sedro Woolley, WA 98284
(206)856-5700

Ringed by mountains, the Ross Lake National Recreation Area offers many outdoor recreation opportunities along the upper reaches of the Skagit River. It is located between the north and south units of North Cascades National Park.

Established: October 2, 1968
Size: 117,574 acres

Santa Monica Mountains National Recreation Area

22900 Ventura Boulevard, Suite 140
Woodland Hills, CA 91364
(818)888-3440

Steep cliffs and rolling hills broken by stream-cut canyons, shady oak groves, meadows, waterfalls, valleys, sandy beaches, and lagoons are features of the Santa Monica Mountains National Recreation Area. The area preserves Southern California's Mediterranean ecosystem and provides habitat for wildlife. Some sites also protect historical and cultural aspects of the region. The history of the region is reflected in sites like Rancho Sierra Vista/Satwiwa and Paramount Ranch as well as Will Rogers State Historical Park. The Federal, State, and county parklands within the boundary of the national recreation area are easily reached from Los Angeles and Ventura Counties.

Established: November 10, 1978
Size: 150,000 acres

Sawtooth National Recreation Area

Star Route
Ketchum, ID 83340
(208)726-7672

Located in the heart of Idaho, the Sawtooth National Recreation Area on the Sawtooth National Forest is the largest in the National Forest System. Three mountain ranges are predominant features: the Sawtooth Mountains, White Cloud Peaks, and Boulder Mountains. The area has more than 300 high-mountain lakes and the headwaters of the Salmon, Boise,and Payette Rivers.

Timber products satisfy local needs for firewood, fence posts, and small quantities of sawtimber. Permits during the summer allow 7,000 sheep and 4,000 cattle to graze. Visitors enjoy scenic

drives, mountain sports, water sports, and cross-country skiing. The Sawtooth Wilderness occupies the western third of the area and is highlighted by rugged peaks and broad glacial valleys.

Established: August 22, 1972 (PL 92-400)
Size: 756,019 acres

Spruce Knob—Seneca Rocks National Recreation Area

Route 3, Box 240
Petersburg, WV 26847
(304)257-4488

The Spruce Knob—Seneca Rocks National Recreation Area on the Monongahela National Forest was the first one established on National Forest System land (1965). Visitors come to see the highest mountain in West Virginia, spectacular rock formations, clear fast-flowing streams, forested mountains, and open meadows. Fishing and hunting are dominant attractions, with camping, spelunking, and whitewater canoeing gaining in popularity. The Seneca Rocks formation is considered to be the best climb in the eastern United States and is complemented by sloping valley floors of dense hardwoods, pastures, swift-running streams, and caves.

Established: September 28, 1965 (Public Law 89-207)
Size: 100,000 acres (net NFS lands is 39,672)

Whiskeytown—Shasta—Trinity National Recreation Area

Whiskeytown Unit:
PO Box 188, Whiskeytown, CA 96095
(916)241-6584

Shasta—Trinity Unit:
2400 Washington Avenue
Redding, CA 96001
(916)246-5222

Located near Redding, California, in the shadow of Mt. Shasta, the Whiskeytown—Shasta—Trinity National Recreation Area is managed by two agencies: the Whiskeytown Unit by the National Park Service and the Shasta and Trinity units by the Forest Service. The area was strongly influenced by copper mining, timbering, and ranching. The four lakes—Whiskeytown, Trinity, Lewistown, and Shasta Lake—provide water sports, including outstanding houseboating and swimming, for millions of vacationers. Visitors also enjoy camping, hiking, horseback riding, and off-road travel in the 200,000 acres of land. The adjacent Salmon-Trinity Alps Wilderness offers a rugged, spectacular backdrop to Clair Engle Lake and primitive recreation opportunities.

Established: November 8, 1965 (PL 89-336)
Size: Whiskeytown Unit has 42,428 acres Federal, and 75 acres non-Federal; Shasta-Trinity unit has 209,554 acres, Federal and 44,627 acres non-Federal

White Mountains National Recreation Area

1150 University Avenue
Fairbanks, AK 99709-3844
(907)356-5367

The White Mountains National Recreation Area offers some of the most primitive and pristine land of any national recreation area in the nation. It is the only national recreation area in Alaska and the only one managed by the Bureau of Land Management. Often mistaken for granite, the mountain peaks are jagged limestone and are atypical of the landscapes of interior Alaska. The 127-mile-long Beaver Creek National Wild River, with its clear water and outstanding arctic grayling fishery, makes a sweeping bend through the heart of the area. The national recreation area includes Beaver Creek's entire upper watershed.

Vehicle access to the area is extremely limited; summer access is generally limited to small airplanes that land on gravel bars and floatplanes and to hikers. With the coming of winter, access is greatly improved with numerous interconnecting trail routes and frozen Beaver Creek. These winter trails link a series of public recreation cabins that are available for rent. Wildlife species include moose, grizzly and black bear, wolf, Dall sheep, caribou, furbearing small animals, and smaller

game and birds. Visitors may also pan for gold in an historic placer mining area on Nome Creek, which is the only drainage in the area accessible by highway vehicles.

Established: December 2, 1980, Alaska National Interest Lands Conservation Act (Public Law 96-487)
Size: 1 million acres

White Rocks National Recreation Area

RR 1, Box 1940
Manchester Center, VT 05255
(802)362-1251

Vermont boasts the White Rocks National Recreation Area, on the Green Mountain National Forest. This 36,000-acre area was established for the purpose of preserving and protecting wild values and promoting wildlife habitat, watershed protection, opportunities for primitive and semi-primitive recreation, and scenic ecological and scientific values. White rock cliffs and ice beds are a major attraction, as well as the Appalachian Trail, which traverses the area. Big Branch and Peru Peak Wildernesses lie within its boundaries.

Established: June 19, 1984 (Public Law 98-322)
Size: 36,400 acres

Winding Stair Mountain National Recreation Area

PO Box 1270
Hot Springs National Park, AR 71902
(501)321-5202

The superb spring and fall colors of this mountain range in Eastern Oklahoma draw visitors to the Winding Stair Mountain National Recreation Area on the Ouachita National Forest. Talimena Drive, a national forest scenic byway, traverses the national recreation area while winding past scenic vistas, historic sites, and the Kerr Arboretum and Nature Center, which offers environmental education programs. Almost 150 miles of trails beckon hikers and horseback riders through the shortleaf Southern pine and oak-hickory forests found here. Within this national recreation area, visitors can enjoy a wilderness experience in the Black Fork Mountain Wilderness or the Upper Kiamichi River Wilderness. They can also take advantage of the facilities of the 150 campsites, 90-acre Cedar Lake, the equestrian camp and nearby interpretive trails.

Established: October 18, 1988 (P.L. 100-499)
Size: 48,425 acres

☆U.S. Government Printing Office : 1990 - 725-091/20558